



**BOROUGH OF TORQUAY**

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**REPORT**

**OF THE**

**Medical Officer of Health**

**for 1949**





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## TABLE OF CONTENTS

	PAGE
Introduction                   ...                   ...                   ...                   ...                   ...	3
Staff                   ...                   ...                   ...                   ...                   ...	5
Section A.   STATISTICS AND SOCIAL CONDITIONS OF THE AREA                   ...                   ...                   ...	6
Section B.   GENERAL PROVISION OF HEALTH SERVICES FOR THE AREA                   ...                   ...                   ...	11
Section C.   SANITARY CIRCUMSTANCES OF THE AREA ...	13
Section D.   HOUSING                   ...                   ...                   ...                   ...	28
Section E.   INSPECTION AND SUPERVISION OF FOOD ...	36
Section F.   PREVALENCE OF, AND CONTROL OVER, INFECTIOUS AND OTHER DISEASES                   ...	47
Section G.   PORT HEALTH ADMINISTRATION                   ...	50

ST. MARYCHURCH TOWN HALL,  
TORQUAY.

*To the Worshipful the Mayor and to the Aldermen and Councillors  
of the Borough of Torquay.*

MR. MAYOR, MRS. COUNCILLOR WHITE, AND GENTLEMEN,

I have the honour to submit my Annual Report for the year 1949, which is detailed in form and sequence in accordance with the instructions of the Minister of Health.

A severe case of smallpox, which ultimately proved fatal, presented an unusually difficult and anxious situation, occurring as it did in a large hotel just before Easter when the town was rapidly filling with visitors; but the usual measures, promptly taken, fortunately prevented any further spread here. And the Borough was able to enjoy, without hindrance or interruption, what proved to be one of the most successful seasons on record. The last occasion, prior to this, on which smallpox had occurred was in 1905.

For the third year in succession there was no case of diphtheria: and what a triumph this is, but how little is it appreciated, except by those who treated and nursed the serious cases in the days that have gone. Yet this disease should become mainly one of historic interest, if parents will continue to utilise the facilities freely and readily available for protecting their children. It is so easy, as danger recedes, for apathy to creep in unawares.

Housing has again made its allotted measured progress with the provision of new houses; and it has become possible to begin consideration of reconditioning and the redevelopment of existing property, on which, following a survey, a special report was submitted. The housing problem will not be solved by new housing alone: and there must be concurrent action to make the older accommodation as satisfactory as practical conditions will permit.

Substantial changes took place in the administration and supervision of milk production and distribution, when in October extensive new legislation came into force; but these, like other alterations, will be judged not by the magnitude or complexity of organisation, but by the result obtained—which, in this case, is the provision of safe milk of high quality sufficient for the needs of every area.

The general routine of the department has continued with unobtrusive efficiency, although it is impossible, within the compass of a short official report, to give a vivid account of the manifold branches of work.

In conclusion, it is with appreciation that I acknowledge both the encouraging support given to me by the Chairman and members of the Public Health Committee, and also the co-operation of the medical profession in the many associations and interchange of the daily routine.



The greatest credit is due to the Staff for their ready willingness and loyal service at all times. It has been said that

“The wisest thing, we suppose,  
A man can do for his land  
Is the work that lies under his nose,  
With the tools that lie under his hand.”

And in this spirit, despite the sometimes incomprehensible changed and changing conditions, the staff have maintained the highest level of zeal and efficiency, with an equanimity and a constancy which are at once an inspiration and a propitious augury for the years that are yet to be.

I have the honour to be,

Your obedient Servant,

J. V. A. SIMPSON.

## STAFF

## (a) Medical

*Medical Officer of Health*

J. V. A. SIMPSON,

M.D.LOND., B.S., M.R.C.S., L.R.C.P., D.P.H.CAMB.

## (b) Sanitary

*Chief Sanitary Inspector*

G. J. LOVELESS, T.D., C.R.S.I., Cert. Insp. Meat and Food R.S.I.

*District Sanitary Inspectors*

A. THOMPSON, C.R.S.I.

J. F. H. SMITH, C.R.S.I., Cert. Insp. Meat and Food, R.S.I., Dip. R.I.P.H.H.  
Cert. Lab. Technique, Exeter.P. H. BURGE, C.S.I.B., Cert. Insp. Meat and Food R.S.I., Cert. San. Sc.  
R.S.I., Cert. Inst. San. Engineers, Cert. Trop. Hyg.

E. V. ROBERTS, C.R.S.I., Cert. Insp. Meat and Food R.S.I.

*Pupil Assistant*

J. MARTIN, C.S.I.B. Dip. R.I.P.H.H.

## (c) Other

*Public Analyst*

\*T. TICKLE, B.SC., F.I.C.

*Chief Clerk*

Mrs. I. M. GOWMAN

*Clerks :*

Miss L. M. HARRIS.

E. C. DOBLE.

*Assistant to Sanitary Inspectors*

M. L. WHITE.

*Rodent Operatives*J. BULL.  
W. LEE.  
J. BORLACE.  
W. SINGLETON.

\* Part Time

## SECTION A.

# STATISTICS AND SOCIAL CONDITIONS OF THE AREA

Area (in acres) .. .. .	6,244
Registrar-General's estimate of resident population, mid-1949 .. .. .	50,480
Number of inhabited houses (end of 1949) according to Rate Books .. .. .	14,195
Rateable value (end of 1949) .. .. .	£571,982
Sum represented by a Penny Rate (end of 1949) ..	£2,335

## SOCIAL CONDITIONS,

*Including the chief Industries carried on in the Area and  
the extent of Unemployment.*

Torquay as a resort shows a decided seasonal fluctuation in employment; and with the increase in "holidays with pay" the summer season has become even busier, so that the variation in unemployment is more pronounced than in the years immediately after the war and is now approximating to the pre-war pattern. The following figures, kindly supplied by the Manager of the Ministry of Labour Employment Exchange, show the extent of unemployment.

	<i>Men.</i>	<i>Women.</i>	<i>Boys.</i>	<i>Girls.</i>	<i>Total.</i>
January, 1949	540	328	23	30	921
July, 1949 ...	169	57	2	2	230
December, 1949	523	369	<div style="text-align: center;"> <span style="font-size: 1.2em;">}</span> 24 </div>		916

## MINIMUM NO. UNEMPLOYED

July, 1949 ...	169	57	2	2	230
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## MAXIMUM NO. UNEMPLOYED

February, 1949	591	366	16	33	1006
----------------	-----	-----	----	----	------

## EXTRACTS FROM VITAL STATISTICS OF THE YEAR 1949,

*which relate to the net Births and Deaths after correction for inward  
and outward transfers as furnished by the Registrar-General.*

Birth-rate per 1,000 of the estimated population ....	13.11
Still birth-rate per 1,000 total (live and still) births ....	20.71
Death-rate per 1,000 of the estimated population ....	16.21



Deaths from puerperal causes (Headings 29 and 30 of the Registrar-General's Short List) :—

							<i>Rate per 1,000 total (live and still) births</i>
No. 29	Puerperal sepsis	....	....	....	....	....	0.00
No. 30	Other maternal causes	....	....	....	....	....	0.00
	Total	....	....	....	....	....	0.00

Death-rate of infants under one year of age :—

All infants per 1,000 live births	....	....	....	....	30.21
Legitimate infants per 1,000 legitimate live births	....	....	....	....	30.80
Illegitimate infants per 1,000 illegitimate live births	....	....	....	....	22.22

Deaths from Cancer (all ages)	....	....	....	....	....	136
„ Measles (all ages)	....	....	....	....	....	0
„ Whooping Cough (all ages)	....	....	....	....	....	0
„ Diarrhoea (under two years of age)	....	....	....	....	....	1

*Particulars of any unusual or excessive mortality during the year which has received or required special comment.*

During the year there has been nothing to report.

*Population.*

The Registrar-General's estimate for the resident population at the middle of 1949 is 50,480 ; and this figure is used in calculating the marriage-rate, birth-rate, death-rate and other statistical returns. The population at the last census in 1931 was 46,352.

*Births.*

The number of live births registered during the year, corrected for transfers, is 662, of which 355 were male and 307 female ; there were 617 legitimate and 45 illegitimate births. There were 14 stillbirths, 11 legitimate and 3 illegitimate.

The birth-rate was 13.1 per 1,000 population, compared with 16.7 for England-Wales, and 18.0 for the smaller towns ; the stillbirth-rate was 0.28 per 1,000 population, the corresponding rates for England and Wales and for the smaller towns being 0.39 and 0.40. The stillbirth-rate per 1,000 live and stillbirths was 20.71.

(The smaller towns comprise 148 towns, with a resident population between 25,000 and 50,000 at the 1931 census, and include Torquay.)

The proportion of illegitimate to total births in Torquay (after correction for transfers) was 7.1 per cent in 1949 ; this figure had risen progressively from 6.4 per cent in 1939 to a maximum of 17.7 per cent in 1945, subsequently falling to 7.9 in 1947 and 10.5 in 1948.

The number of births showed a further fall ; and after the sharp rise following the end of the war the birth-rate is probably now tending towards a lower stabilised level, although it is not yet as low as in the years immediately preceding the war. The rate was 11.2 in 1938, 11.7 in 1939, 15.0 in 1945, 16.3 in 1946, 17.3 in 1947, 14.0 in 1948 and 13.1 in 1949. In the two peak years, 1946

and 1947, the births greatly exceeded the deaths for the first occasion in many years : in 1948 the 708 births and 709 deaths were almost equal, but in 1949 the deaths have outnumbered the births by a large number (157) which is what was usual in Torquay in pre-war times.

### *Marriages.*

The marriage-rate was 5.1 per 1,000 population compared with 5.7 in 1948, 5.9 in 1947, 6.0 in 1946, 7.1 in 1945, and 5.7 in 1944.

### *Deaths.*

The number of deaths registered during the year, corrected for transfers, is 819, of which 358 were males and 461 were females.

The crude death-rate was 16.22 per 1,000 population compared with 14.0 in 1948 ; the death-rate in 1949 for England and Wales was 11.7, and for the smaller towns 11.6.

In order to make adjustment for the age and sex distribution of Torquay, with its greater proportion of older people, the Registrar-General supplies an areal comparability factor (A.C.F.) with which to multiply the crude-death rate and so obtain an adjusted death-rate. During the war the variety and magnitude of local population movements, and the uneven incidence of civilian war deaths, together combined to frustrate the attempt to secure comparability and the issue of these factors was suspended. For 1949, however, it has been practicable once again to prepare areal comparability factors, and the A.C.F. for Torquay is 0.7 ; the adjusted death-rate is therefore 11.35.

The chief causes of death were as usual for Torquay : (1) Heart disease 271 ; (2) Cancer 136 ; and (3) Intra-cranial vascular lesions 124 ; which between them are responsible for two-thirds of the total deaths.

The death-rate from tuberculosis in Torquay was 0.48 per 1,000 population compared with 0.45 for England and Wales, and 0.42 for the smaller towns ; and the death-rate from pneumonia was 0.67 per 1,000 population compared with 0.51 for England and Wales and 0.49 for smaller towns.

The causes of death are given in the accompanying tables supplied by the Registrar-General.

### *Infant Mortality.*

The infant mortality rate was 30.21 per 1,000 total live births, compared with a rate of 32 for England and Wales and 30 for the smaller towns ; the death-rate for legitimate infants per 1,000 legitimate births was 30.8, and the death-rate of illegitimate infants per 1,000 illegitimate births was 22.2. The infant mortality rate in Torquay tends to fluctuate owing to the comparatively small numbers upon which it is calculated : thus the figures for the

preceding five years, 1944-48 inclusive, were 42, 36, 30, 27, 23, with an average of 32.

There was no maternal death during the year ; this mortality rate also fluctuates considerably on account of the small numbers, and for the five years 1944-48 was 2.61, 0.00, 2.43, 2.26, 0.00, with an average of 1.46 per 1,000 total births. The rate for England and Wales in 1949 was 0.98, and in 1948 it was 1.02.



CAUSES OF DEATH IN 1949						Males	Females
All Causes ....						358	461
1.	Typhoid and Paratyphoid Fevers	....	....	....	....	—	—
2.	Cerebro-spinal Fever	....	....	....	....	1	—
3.	Scarlet Fever	....	....	....	....	—	—
4.	Whooping Cough	....	....	....	....	—	—
5.	Diphtheria	....	....	....	....	—	—
6.	Tuberculosis of Respiratory System	....	....	....	....	13	7
7.	Other forms of Tuberculosis	....	....	....	....	2	2
8.	Syphilitic Diseases	....	....	....	....	4	3
9.	Influenza	....	....	....	....	1	5
10.	Measles	....	....	....	....	—	—
11.	Acute Poliomyelitis and Polioencephalitis	....	....	....	....	—	—
12.	Acute Infectious Encephalitis	....	....	....	....	1	—
13.	Cancer of Buccal Cavity and	....	....	....	....	5	—
	Oesophagus (Males only)	....	....	....	....	—	9
	Cancer of Uterus (Females)	....	....	....	....	7	13
14.	Cancer of Stomach and Duodenum	....	....	....	....	—	14
15.	Cancer of Breast	....	....	....	....	44	44
16.	Cancer of all other sites	....	....	....	....	3	2
17.	Diabetes	....	....	....	....	43	81
18.	Intra-cranial Vascular lesions	....	....	....	....	114	157
19.	Heart Disease	....	....	....	....	14	21
20.	Other Diseases of the Circulatory System	....	....	....	....	15	12
21.	Bronchitis	....	....	....	....	12	22
22.	Pneumonia	....	....	....	....	6	3
23.	Other Respiratory Diseases	....	....	....	....	3	1
24.	Ulceration of the Stomach or Duodenum	....	....	....	....	—	1
25.	Diarrhoea (under 2 years)	....	....	....	....	—	—
26.	Appendicitis	....	....	....	....	5	7
27.	Other Digestive Diseases	....	....	....	....	16	9
28.	Nephritis	....	....	....	....	—	—
29.	Puerperal and Post-abortive Sepsis	....	....	....	....	—	—
30.	Other Maternal causes	....	....	....	....	5	3
31.	Premature Birth	....	....	....	....	6	3
32.	Congenital Malformations, Birth Injury,	....	....	....	....	1	2
	Infantile Disease	....	....	....	....	—	1
33.	Suicide	....	....	....	....	5	9
34.	Road Traffic Accidents	....	....	....	....	32	30
35.	Other Violent Causes	....	....	....	....		
36.	All other Causes	....	....	....	....		
Death of Infants under 1 year		Total	....	....	....	14	6
		Legitimate	....	....	....	13	6
		Illegitimate	....	....	....	1	—
Stillbirths		Total	....	....	....	8	6
		Legitimate	....	....	....	6	5
		Illegitimate	....	....	....	2	1

## SECTION B.

**GENERAL PROVISION OF HEALTH SERVICES FOR  
THE AREA**

1. (i) *Full particulars of the Public Health Officers of the Authority including their duties, are incorporated in the beginning of the Report.*

After the considerable changes in staff consequent upon the National Health Service Act, referred to in the previous annual report, there were fewer alterations in the year under review.

Miss I. M. Wiltshire, Chief Clerk, was married in October and as Mrs. Gowman was retained on the staff: Miss J. E. White, temporary part-time Clerk, left to get married in October and this temporary post was not maintained.

Mr. E. Tucker, an assistant to the Sanitary Inspectors, retired on superannuation in November after 27 years service, and no replacement was made.

2. *Nursing Homes.*

During the year 2 new Homes were registered and one Home was discontinued; and the following is a summary of the Nursing Homes at the end of December:

Number of Homes on the Register	....	....	13
Number of Maternity Beds	....	....	14
Number of Other Beds	....	....	104

3. *National Assistance Act, 1948, Sec. 47.*

*If Action has been taken under this Section, a brief note of the circumstances of each case is requested. The note should include information as to the reason for the Council's action, period named in the Order of the Court, the type of accommodation to which the person was removed, the ultimate result of the Council's action and any other information on the case which it is considered might be of interest.*

This Section relates to the removal to suitable premises of persons who

- (a) are suffering from grave chronic disease or being aged, infirm or physically incapacitated are living in insanitary conditions; and
- (b) are unable to devote to themselves *and* are not receiving from other persons proper care or attention,

and makes the Councils of County Boroughs and County Districts the authorities for dealing with such cases.



To effect the removal the Medical Officer of Health for the district must certify in writing to the Council that he is satisfied, after thorough enquiry and consideration, that in the interest of any such person, or for preventing injury to health, or serious nuisance to other persons, it is necessary to remove any such person from the premises in which he is residing; and the local authority may then apply to a Court of Summary Jurisdiction for an Order under the Section. Before an application can be made, seven clear days' notice must be given to the person concerned or to some person in charge of him, and to the persons managing the premises to which the removal is sought to be made.

When the application is made, it must be supported by all evidence of the allegations in the certificate; and the Court, if satisfied, may order the removal of the person concerned, by such officer of the local authority as may be specified, to a suitable hospital and may authorise the detention of the person concerned for a period of not exceeding three months, subject to extension on further application. The person concerned by the Order, or any person on his behalf, may apply to the Court at the expiration of six weeks from the making of the Order for its revocation.

Action was taken in one case, that of a woman aged 81 who was living alone and whose health was rapidly becoming weaker on account of an incurable disease: and in spite of repeated joint attempts by her own Doctor and by your Medical Officer, she remained unwilling to go into hospital. Your Medical Officer, therefore, gave a certificate that "She is suffering from a grave chronic disease, is living in insanitary conditions, and is unable to devote to herself and is not receiving from other persons proper care and attention."

There was some delay in obtaining a bed, the provision of which is necessary before the case can be taken to Court; but eventually an order was granted for 3 months. She was immediately taken to Hospital but died two days after admission.

The difficulty in obtaining beds is very considerable, and is a greater problem than the quite understandable reluctance of an occasional one or two of the aged infirm cases to go to Hospital; indeed in the women's section alone there was a waiting list of 34 in the Hospital Management Committee group of this area at the end of the year. Much more regrettable is the fact that some of these cases have relatives who could and should be able and willing to help; and this is a sad commentary on the decline and fall of ethical standards in home life and good neighbourliness. For old age is fundamentally a domestic problem, and although old people cannot live as a part of the community without causing strain on those who look after them, yet the family should remain the real unit and should be assisted as much as possible, without relieving it of the vital necessity for continuing to take an active interest.

## SECTION C.

## SANITARY CIRCUMSTANCES OF THE AREA

1. (i) *Water.*

In this report full details are requested in connexion with the water supply, and the Borough Water Engineer, Mr. R. V. Toms, has kindly supplied the information under sub-headings (a) and (b).

(i) *Whether the water supply has been satisfactory (a) in quality; (b) in quantity.*

(a) Throughout the year the quality of the water supply has been maintained at its usual high standard.

(b) There has been an ample quantity of water available for all purposes from the Corporation's four Impounding Reservoirs, which have a storage capacity of 848 million gallons, or approximately 7 months supply. The year was one of the driest and hottest on record, and although, throughout the country, considerable difficulties were experienced through lack of rainfall, the Corporation's position even at the end of the drought was comparatively good with several months supply in hand.

The Summer season was abnormal, and can be claimed as a record for the number of visitors to both Torquay and Newton Abbot. Although there was ample water available for all purposes in the storage reservoirs, great difficulty was experienced in getting sufficient water through the three trunk mains fast enough to meet the demand; and early in July the level of water in the Service Reservoirs in the town began to fall, and it became necessary to impose restrictions on the use of water by hose and for non-domestic purposes.

These restrictions eased the position considerably, but owing to the intense heat, more than the normal amount of water was used for baths; and during the last week in July, in which the peak was reached with regard to visitors and a long spell of dry hot weather, it became necessary to impose further restrictions by shutting off the water at night from 11 p.m. to 7 a.m. The water level in the Service Reservoirs in the town had become dangerously low, with a consumption in the neighbourhood of  $1\frac{1}{4}$  million gallons per day above the average. Fortunately, it was only necessary to retain this restriction for a period of five nights as the dry spell was broken by welcomed rainfall in the district.

The booster pumps both at Newton Abbot and Chapel Hill ran continuously from June onwards; and fortunately no breakdowns, either with the pumps or mains, occurred.

The work of laying the new 18 inch trunk main started early



in April, 1949, and the first section from Newton Abbot to Gallows Gate, Shiphay is practically complete; and this section is connected to the existing 14 inch trunk main at Sandford Orleigh which will enable it to be used to bring more water home during the coming season. The section of the new 18 inch pipe from Newton Abbot to Tottiford still remains to be laid and will be completed during 1950. The total distance of the pipe line will amount to  $13\frac{7}{8}$  miles.

Further improvement in the supply of water to the town is taking place at Gallows Gate by the construction of a 3 million gallon Service Reservoir, which will increase the storage in hand during the peak period of demand. The work of construction was started in September, 1949, and is making good progress, but it will not come into use until 1951. With the completion of the new trunk main and this Service Reservoir, the town water supply will be in an assured position for many years.

During the year a new bulk supply has been granted to North Bovey, and in due course a supply will be given to the St. Thomas Rural District Council which will be taken off the new 18 inch trunk main at Hennock.

(ii) Where there is a piped supply, whether bacteriological examinations were made of the raw water and, where treatment is installed, of the water going into supply; if so, how many and the results obtained; the results of any chemical analyses.

Both chemical and bacteriological examinations have been made of the raw and treated water. The whole of the supply is filtered, and owing to its soft character is hardened with lime and chlorinated. The raw water, normally acid with a pH value of 6.8, after treatment is raised to 9.2, which results in the consumers receiving a water with a pH value of approximately 7.5 to 8.0.

The chlorine dosage varies from 0.5 to 0.75 parts per million, which gives a residual of 0.25 to 0.5 parts per million.

Comprehensive analyses of the raw water numbered 3, bacteriological, as follows :

## REPORTS BY THE COUNTIES PUBLIC HEALTH LABORATORIES

(THRESH, BEALE AND SUCKLING)

66 VICTORIA STREET, LONDON, S.W.1.

1. SAMPLE 21.2.49. TRENCHFORD RESERVOIR (UNTREATED).

## BACTERIOLOGICAL RESULTS

(Sampling bottles are treated to remove residual chlorine if this is present at the time of sampling.)

Number of Bacteria grow-				} 1 day at 37°C.	} 2 days at 37°C.	} 3 days at 20°C.
ing on Agar per c.c. or						
ml. in.	...	...	1.			
Presumptive Coliform Reaction	Present in	—.	Absent from	100 ml.		
Bact. coli	...	...	Present in	—.	Absent from	100 ml.
Cl. welchii Reaction	....	....	Present in	100 ml.	Absent from	10 ml.

This sample is clear and bright in appearance and of very satisfactory bacterial purity.

These results are consistent with a wholesome water suitable for public supply purposes.

## 2. SAMPLE 21.2.49. FERNWORTHY RESERVOIR (UNTREATED).

### BACTERIOLOGICAL RESULTS

(Sampling bottles are treated to remove residual chlorine if this is present at the time of sampling.)

Number of Bacteria grow- ing on Agar per c.c. or ml. in           ...           ...	} 1 day at 37°C.    2 days at 37°C.    3 days at 20°C. 6.                   7.                   80.

Presumptive Coliform Reaction    Present in 100 ml.    Absent from 50 ml.

Bact. coli (Type 1)    ....    ....    Present in 100 ml.    Absent from 50 ml.

Cl. welchii Reaction    ....    ....    Present in 100 ml.    Absent from 10 ml.

This sample shows only faint opalescence, carries only a few particles of matter in suspension and the bacterial impurity indicative of contamination by matter of excremental origin, is confined to the presence of Bact. coli and the Clostridium welchii reaction in minimal amount. As far as the bacterial content indicates, therefore, the water is readily amenable to treatment for the production of a public supply.

## 3. SAMPLE 21.2.49. FERNWORTHY RESERVOIR (UNTREATED) : top end.

### BACTERIOLOGICAL RESULTS

(Sampling bottles are treated to remove free chlorine if this is present at the time of sampling.)

Number of Bacteria grow- ing on Agar per c.c. or ml. in           ...           ...	} 1 day at 37°C.    2 days at 37°C.    3 days at 20°C. 0.                   0.                   36

Presumptive Coliform Reaction    Present in — ml.    Absent from 100 ml.

Bact. coli           ....           ....           ....    Present in — ml.    Absent from 100 ml.

Cl. welchii Reaction    ....           ....           ....    Present in — ml.    Absent from 100 ml.

This sample shows only faint opalescence and carries only a few particles of matter in suspension. It is of the highest standard of bacterial purity and in this respect the water is therefore wholesome in character and suitable for public supply purposes.

Comprehensive analyses of the treated water going into supply numbered 2, one chemical and bacteriological from Chapel

Hill Reservoir, Torquay, and one bacteriological at the water works, as follows :

SAMPLE 21.2.49. TAP OFF MAIN OF CHAPEL HILL RESERVOIR,  
TORQUAY.

(Treated Water : Hardened, Filtered, Chlorinated)

CHEMICAL RESULTS IN PARTS PER MILLION.

*Appearance* : Very faint opalescence with a few particles of mineral debris.

Colour (Hazen) : Filtered :		Turbidity (Silica Scale)	Less than 5.
Faint Yellow-brown ....	12	Odour ... ..	Nil
Reaction pH ....	7.1	Free Carbon Dioxide ...	Trace
Electric conductivity at 20°C	95	Total solids, dried at 180°C	65
Chlorine in Chlorides ...	15	Alkalinity as Calcium Car-	
		bonate ... ..	8
Hardness : Total ...	30	{ Carbonate 8 { Non-carbonate	
		{ temporary { permanent	22
Nitrogen in Nitrates ...	1.4	Nitrogen in Nitrites ...	Absent
Free Ammonia ... ..	0.014	Residual Chlorine ...	Absent
Albuminoid Ammonia ...	0.064		
Oxygen absorbed in 4 hours			
at 27°C ... ..	1.1		
Metals : Iron ... ..	0.04		
Other metals ...	Absent		

BACTERIOLOGICAL RESULTS

(Sampling bottles are treated to remove residual chlorine if this is present at the time of sampling.)

Number of Bacteria grow- }  
ing on Agar per c.c. or } 1 day at 37°C: 2 days at 37°C: 3 days at 20°C:  
ml: in .... } 4. 5. 2.

Presumptive Coliform Reaction	Present in —.	Absent from 100 ml.
Bact. coli (Type 1) ....	Present in —.	Absent from 100 ml.
Cl. welchii Reaction ....	Present in —.	Absent from 100 ml.

This sample is reasonably clear and bright in appearance since it shows only very faint opalescence and carries only a few particles of matter in suspension. The water is neutral in reaction, but it is very soft in character and has a low content of alkalinity. It has a comparatively low content of mineral constituents in solution and is free from metals apart from a negligible trace of iron. The water shows only a trace of colour, is of satisfactory organic quality, and of a high standard of bacterial purity. It is considered wholesome in character and suitable for drinking and domestic purposes.



SAMPLE 21.2.49.

HENNOCK (TREATED WATER).

## BACTERIOLOGICAL RESULTS.

(Sampling bottles are treated to remove residual chlorine if this is present at the time of sampling.)

Number of Bacteria grow- ing on Agar per c.c. or ml. in ... ..		} 1 day at 37°C.    2 days at 37°C.    3 days at 20°C. 0.                      0.                      0.		
Presumptive Coliform Reaction	Present in —.	Absent from 100 ml.		
Bact. coli ... ..	Present in —.	Absent from 100 ml.		
Cl. welchii Reaction ... ..	Present in —.	Absent from 100 ml.		

This sample is clear and bright in appearance and of the highest standard of bacterial purity.

These results are consistent with a wholesome water suitable for public supply purposes.

(Signed) GORDON MILES,  
for The Counties Public Health Laboratories.

Samples are also taken regularly each week from a variety of sources in the Borough such as taps in private houses, canteens, dairies, drinking fountains, schools, and farms, and from the storage reservoirs. 55 such samples were submitted for bacteriological examination.

The results of 30 bacteriological examinations showed consistently good results, viz. :

PUBLIC HEALTH LABORATORY SERVICE,  
EXETER.

“ Probable number of coli-aerogenes organisms per 100 ml.=nil. This sample is satisfactory bacteriologically.”

In the case of 25 other samples the examination showed that the probable number of coli-aerogenes per 100 ml. ranged from 2 to 350, and in two cases Bact. coli of the faecal type was detected.

(iii) *Where the waters are liable to have plumbo-solvent action the facts as to contamination by lead, including precautions taken and the number and result of analyses.*

In all the analyses no trace of metals was found except a minute trace of iron. The pH is maintained at the level mentioned previously to avoid action on lead.

(iv) *Action in respect of any form of contamination.*

No special action has been required.

(v) *Particulars of the proportion of dwelling houses and the proportion of the population supply from public water mains (a) direct to the houses ; (b) by means of standpipes.*

(a) The proportion of dwelling houses with a supply from public water mains direct to the houses is 98.8 per cent, and the proportion of the population thus supplied is 98.5 per cent.

(b) The proportion of dwelling houses supplied by means of standpipes is 1.2 per cent, the proportion of the population thus supplied being 1.5 per cent.

(ii) *Drainage and Sewerage.*

The Borough Engineer, Mr. P. W. Ladmore, M.Inst.C.E., has kindly given the following details in connexion with the main drainage schemes, under sub-headings (a), (b) and (c).

(a) *Main Drainage Contract No. 3.*

The work carried out under this contract was as follows :—

The relaying of the sewers along Avenue Road and Newton Road in the direction of Newton Abbot as far as Lawes Bridge, with a short length in Shiphay Lane. This portion of the work was a continuation of the contract for the drainage of the Chelston area, which was partly completed before and during the war. The length laid was approximately 1,550 yards, consisting of pipes varying in size from 9" to 22" diameter.

The reconstruction of the sewers from the junction of Teignmouth Road and Pennys Hill, along Cricketfield Road to its junction with Barton Hill Road, and thence along Barton Road as far as Audley Avenue. Length laid—1,000 yards of pipes 15" to 18" diameter.

The provision of storm overflows to relieve the sewerage system in Union Street and Fleet Street during excessive storms : this work included the provision of specially designed overflow chambers. The total contract is valued at approximately £90,000. Length of pipe laid—360 yards 48" diameter and 18 yards 36" diameter.

(b) *Extension to existing system (excluding Main Drainage Works).*

Construction of 320 yards of 9" pipe at Cockington—from entrance to car park by "The Drum." The immediate purpose was to take foul drainage from (a) the Almshouses ; (b) Meadow Farm and adjoining cottages : and (c) Devon Rosery Cottages.

Construction of 90 yards 9" pipe at Quinta Road, under newly laid length of carriageway, to serve new development along road on east side only.

(c) *Reconstruction of existing defective sewers.*

113 yards of 9" sewer in Braddons Hill Road East following report of flooding in Nos. 9 and 11 Clifton Terrace.

50 yards of 9" sewer in Rock Road, following extensive flooding in Lawley's Ltd., Union Street.



25 yards of 9" sewer in Castle Road, above site of new retaining wall.

18 yards of 9" sewer in Cleveland Road, near junction with Avenue Road, following flooding of highway.

42 yards of 6" sewer in Factory Row.

Numerous smaller works scattered over Borough.

### *Drainage.*

In connexion with drainage work, there are two matters upon which it is necessary to comment. One is the non-notification of drainage work : after the 1914-18 war, failure to notify drainage work was found on many occasions, and ultimately it was only after proceedings had been taken against the offenders that it was finally eradicated. The tendency has again developed, and warning letters have been sent to known offenders ; it is hoped that this will have the desired effect.

A more disturbing feature is the lower standard of craftsmanship and materials in a minority of cases. The established contractors maintain their high standard of work : but a type of unqualified person surprisingly obtains a few smaller drainage contracts, in which the work, being buried, does not appear to him to require either craft or knowledge. Ultimately this type eliminates itself ; but the publication more regularly of approved lists of builders will do much to prevent this, and the co-operation of the professional bodies—Architects, Builders' Federation and Registered Plumbers—in instituting a recognised licence would also help to abolish the unqualified worker.

The standard of materials is more difficult, owing to the general economic position. In pre-war days materials were covered by British Standards Specifications and the Local Bye-laws ; but the enforced relaxation during and since the War is causing a lower standard to be taken for granted—indeed it would be difficult to find drain pipes being laid which conform to the real requirements. And although pipes of the British Standards Specifications are obtainable there is an additional cost, which conflicts, and cannot easily be harmonised, with the edicts restricting the costs of building works. Yet, in the end, the best is usually the cheapest.

### (iii) *Closet Accommodation.*

No cases of conversion are known during the year under review.

### *Septic Tanks and Cesspools.*

Some extra septic tanks and cesspools have been added, with the new building at Maidencombe outside the sewerage area. Two cesspools at Cockington, Meadow Farm and the Almshouses, have been abolished by the extension of the Cockington Valley sewer.

The vexatious question of septic tanks becomes even more

difficult each year ; for an increasing number of applications to install this type of sewage disposal arises, and when restrictions on building are ultimately removed the number will be very considerable. The trouble is caused by the erection of houses, which was started before the war in various less accessible parts of the Borough ; in some of these areas there is a possibility, perhaps rather remote at present, that main drainage and sewerage will ultimately be installed, but in other parts there is no chance that sewers will ever be laid.

Your Medical Officer has consistently opposed the multiplication of these conservancy types of sewage disposal in a town like Torquay, with its high reputation for sanitation and sewerage schemes, upon the extension of which your Corporation has recently expended considerable sums of money to meet the increased requirements. And during the past few years, some cases, in which the plans have been refused by the Local Authority, have appealed to the Minister concerned, who after holding a local inquiry on each, has upheld certain of the appeals and dismissed others.

This is producing a bewildering situation. For during the past century the Public Health Service has struggled successfully, if slowly, to ensure sound main drainage schemes and pure water supplies, upon which have been laid the environmental foundations of our national health. If this is true, then the continuous multiplication of septic tanks is a reversion to more primitive times, which should be prevented long before the stage of appeal by informing the public, architects, and builders, that land in towns will not be considered ripe for development until main drainage schemes are available or are about to be installed. If, on the other hand, sound main drainage is no longer an essential for the modern State, and septic tanks are a safe alternative, then there need be no limit to the number of septic tanks ; indeed under these circumstances it would seem a deplorable waste to proceed with large drainage and sewerage schemes when such a safe and cheap substitute is available.

The two alternatives are quite clear, and some authoritative statement is need for those bewildered "multitudes in the valley of decision."

#### (iv) *Public Cleansing.*

The erection of the various Housing Estates has entailed a considerable increase in refuse collection.

A matter of some importance is the provision of proper dustbins : and now that the supply of these is sufficient for normal requirements, there should be no difficulty in every dwelling having a metal bin with fitting lid, maintained in a good condition. For the number of old baths, boxes, tea chests, buckets and the like, masquerading as refuse receptacles, is a disgrace to a modern resort.



(v) *Salvage.*

In 1949 a scheme was inaugurated for the collection of fish offal which is used for pig swill : fishmongers have co-operated by providing sufficient covered bins to allow a clean empty one to replace each collected full receptacle. The full bins are removed daily and a special lorry is used for the work : and it is hoped that this method may be extended to other premises like large cafés and hotels.

This scheme is most praiseworthy in removing potential nuisances arising from the waste material, in enabling the offal to be used before it putrefies—and, most of all, in providing a daily reminder and object lesson to the management and staff on the premises of the value of hygienic conditions. For every ounce of example is worth a ton of precept.

The collection and recovery of salvable material continue, and the following are the details of the amounts of salvage recovered :

			<i>Tons</i>	<i>Cwts.</i>
Paper and Cardboard	....	....	677	3
Metal : ferrous	....	....	104	16
Metal : non-ferrous	....	....	30	1
Textiles	....	....	16	8
String	....	....	2	10
Bones	....	....	1	2
Rubber	....	....	1	6
Kitchen Waste	....	....	788	2
Fish Offal	....	....	67	16
Bottles and Jars	....	....	3,513 doz.	
Number of Hats	....	....	604	
Oil	....	....	526 galls.	

2. *Sanitary Inspection of the Area.*

The inspection of all districts in the Borough has been very efficiently carried out during the year under your Chief Sanitary Inspector who gives the following details of the organisation and work.

In the two previous reports reference was made to the organisations of this section, so that each District Sanitary Inspector while maintaining a thorough knowledge of his own district, specialised in a particular branch of work. This scheme, tentative in nature and somewhat experimental, has been found very satisfactory, and is being continued.

The co-operation and work of the individual inspectors have been excellent ; and the high standard in all the wide range of duties reflects the greatest credit on their diligence and efficiency.



<i>Dwelling Houses.</i>				<i>Inspections.</i>
Under Public Health Acts	....	....	....	583
Under Housing Acts	....	....	....	1074
Overcrowding cases found	....	....	....	34
Verminous Premises treated	....	....	....	150
New Houses—habitation certificates	....	....	....	37
Corporation Houses	....	....	....	244
<i>General Public Health.</i>				
Drains and sewers :				
Inspected	....	....	....	412
Tests applied	....	....	....	592
Drains repaired or relaid	....	....	....	326
Cesspools	....	....	....	35
Stables	....	....	....	27
Piggeries	....	....	....	22
Open spaces	....	....	....	34
Public Conveniences	....	....	....	72
Tents, Vans, Sheds, etc.	....	....	....	65
Factories	....	....	....	299
Workplaces	....	....	....	13
Outworkers	....	....	....	37
Common Lodging Houses	....	....	....	5
Smoke Observations	....	....	....	15
Cinemas, Dance Halls	....	....	....	3
Marine Stores	....	....	....	6
Shops—Shops Act	....	....	....	95
Schools	....	....	....	10
Offices	....	....	....	21
Ships	....	....	....	159
Pig Swill Bins	....	....	....	39
<i>Water.</i>				
Water Supply—Visits	....	....	....	107
Samples	....	....	....	60
Swimming Baths—Visits	....	....	....	56
Samples	....	....	....	102
Chlorine Tests	....	....	....	49
<i>Meat and Food.</i>				
Meat Shops, Stalls, etc.	....	....	....	76
Slaughterhouses	....	....	....	490
Cowsheds	....	....	....	171
Dairies	....	....	....	468
Samples—Public Health Laboratory Service	....	....	....	173
National Milk Testing Scheme	....	....	....	2206
Bakehouses	....	....	....	53
Confectioners	....	....	....	93
Hotels	....	....	....	43
Ice-cream Premises	....	....	....	373
Fishmongers	....	....	....	56
Fish Quay	....	....	....	139
Fish Fryers	....	....	....	31
Greengrocers	....	....	....	70
Grocers	....	....	....	333
Restaurants	....	....	....	180
Other Premises	....	....	....	10
Houses—food complaints	....	....	....	59
<i>Miscellaneous.</i>				
Complaints investigated	....	....	....	1109
Other visits	....	....	....	2640
Infectious diseases	....	....	....	90

## NOTICES SERVED.

	<i>Verbal</i>		<i>Written</i>		<i>Statutory</i>		<i>Total</i>	
	<i>Served</i>	<i>Complied with</i>	<i>Served</i>	<i>Complied with</i>	<i>Served</i>	<i>Complied with</i>	<i>Served</i>	<i>Complied with</i>
Public Health Act ....	531	433	136	106	—	—	667	539
Housing Act ....	2	6	136	139	3	4	141	149
Factories Act ....	37	40	43	36	—	—	80	76
Food and Drugs Act ...	89	51	17	7	—	—	106	58
TOTALS ....	659	530	332	288	3	4	994	822

## FACTORIES ACT, 1937

Co-operation has been maintained with H.M. Inspector of Factories in the exercise of the provisions of this Act. Any contraventions of those Sections under his control which are noticed by your Sanitary Inspector are notified to him and this action was reciprocated. A total of 38 outworkers were employed and registered in the Borough, but of these 20 terminated their employment before the end of the year. The accompanying tables give the details of the inspections and the defects found :

### 1. INSPECTION OF FACTORIES.

(Inspections made by the Sanitary Inspectors).

Premises (1)	M/c line No. (2)	Number on Register (3)	Number of		
			Inspection (4)	Written notices (5)	Occupiers prosecuted (6)
(i) Factories in which Sections 1, 2, 3, 4 and 6 are to be enforced by Local Authorities ...	1	69	70	9	—
(ii) Factories not included in (i) in which Section 7 is enforced by the Local Authority ...	2	248	188	34	—
(iii) Other Premises in which Section 7 is enforced by the Local Authority †(excluding out-workers' premises) ...	3	19	13	—	—
TOTAL ...		336	271	43	—

### 2. CASES IN WHICH DEFECTS WERE FOUND.

Particulars (1)	M/c line No. (2)	Number of cases in which defects were found				Number of cases in which prosecutions were instituted (7)
		Found (3)	Remedied (4)	To H.M. Inspector (5)	Referred By H.M. Inspector (6)	
Want of cleanliness (S.1) ...	4	12	16	3	—	—
Overcrowding (S.2) ...	5	—	—	—	—	—
Unreasonable temperature (S.3) ...	6	3	5	3	—	—
Inadequate ventilation (S.4) ...	7	2	5	—	—	—
Ineffective drainage of floors (S.6) ...	8	1	1	—	—	—
Sanitary Conveniences (S.7)—						
(a) Insufficient ...	9	7	7	—	2	—
(b) Unsuitable or defective ...	10	10	12	—	—	—
(c) Not separate for sexes ...	11	1	3	—	—	—
Other offences against the Act (not including offences relating to Outwork) ...	12	44	27	25	2	—
TOTAL ...	60	80	76	31	4	—

**OUTWORK.**  
(Sections 110 and 111)

Nature of Work (1)	M/c line No. (2)	Section 110			Section 111		
		No. of out- workers in August list required by Sect. 110 (1) (c) (3)	No. of cases of default in sending lists to the Council (4)	No. of prosecu- tions for failure to supply lists (5)	No. of instances of work in unwhole- some Premises (6)	Notices served (7)	Prosecu- tions (8)
Wearing { Making, etc. ...	13	9					
apparel { Cleaning and washing	14						
Household linen ...	15						
Lace, lace curtains and nets ...	16						
Curtains and furniture hangings	17						
Furniture and upholstery ...	18	2					
Electro-plate ...	19						
File making ...	20						
Brass and brass articles ...	21						
Fur pulling ...	22						
Iron and steel cables and chains	23						
Iron and steel anchors and grap- nels ...	24						
Cart gear ...	25						
Locks, latches and keys ...	26						
Umbrellas, etc. ...	27						
Artificial flowers ...	28						
Nets, other than wire nets ...	29						
Tents ...	30						
Sacks ...	31						
Racquet and tennis balls ...	32						
Paper bags ...	33						
The making of boxes or other receptacles or parts thereof made wholly or partially of paper ...	34						
Brush making ...	35						
Pea picking ...	36						
Feather sorting ...	37						
Carding, etc., of buttons, etc. ...	38						
Stuffed toys ...	39						
Basket making ...	40	27					
Chocolates and sweetmeats ...	41						
Cosaques, Christmas crackers, Christmas stockings, etc. ...	42						
Textile weaving ...	43						
Lampshades ...	44						
TOTAL ...	70	38	-	-	-	-	-



### *Shops Acts.*

In addition to the public health provisions of these Acts, the work in connexion with hours of employment, employment of young persons, etc., formerly administered by the Police, was transferred to the Local Authority and is now undertaken by your Sanitary Inspectors.

### *Rag Flock Act, 1911, & Rag Flock Regulations, 1912.*

Four samples of rag flock were taken during the year and submitted to the Public Analyst. All were found to contain less than the permitted maximum of soluble chlorine and were therefore satisfactory.

### *Swimming Baths and Pools.*

#### *(a) Public Swimming Baths.*

The Corporation swimming baths are visited weekly and samples of the water are taken from both the inlet and outlet valves. A test to determine the adequacy of the chlorine content is also made at each visit. Of a total of 92 samples, 6 were found to be unsatisfactory, due to temporary faults in the chlorination plant.

#### *(b) Privately-owned Swimming Baths.*

10 samples were taken from the swimming baths of a local hotel which does not possess mechanical means of chlorination. Of these 4 were slightly unsatisfactory, but this is probably due to the fact that the samples were taken shortly after the sterilising agent was introduced and that full contact had not been made owing to the lack of mechanical agitation and to the infrequent use of the baths at the time. The sterilising agent used was tested and found to be of sufficient strength.

### *Measures against Rodents.*

This work has been well maintained on the lines laid down by the Ministry of Agriculture and Fisheries under your Chief Sanitary Inspector, who gives the following details :

During the year there was a change in the Central Authority from the Ministry of Food to the Ministry of Agriculture and Fisheries ; and the Local Authority, in order to qualify for the grant towards expenditure, has to maintain an organisation adequate for the requirements of effective rodent control in its area. There are still four wholtime operatives employed, and one of these was promoted to be Foreman, generally supervising the arrangements in addition to maintaining his own practical work : this relieves one of the District Sanitary Inspectors who formerly was responsible.



Two sewer maintenance treatments were carried out during the year, and the results show that, while infestation has diminished, it is only by such treatments that the problem is kept under control : the required 10 per cent test baiting of all sewer manholes has also been carried out. During maintenance treatment 1,916 manholes were baited, showing 4 complete takes, 334 partial takes, and 1,578 no takes.

In the surface Block Control a total of 7,966 inspections were made during the year. Systematic control by areas as settled last year has continued ; but it is still found difficult to refuse to deal with individual complaints, although this leads to much travelling time being wasted. Some very useful rat-proofing of premises has been effected after full treatment ; and the co-operation of owners and occupiers has been helpful in this aspect of the work. All the Local Authority property formerly dealt with by private servicing companies have now been passed over to this scheme.

There was a good attendance at a public lecture, after which the two films " The world is rich " and " The Town Rat " were shown ; and a research worker gave much useful information on new poisons and methods.

Although both operatives and occupiers are warned to take all reasonable steps to protect domestic pets and poultry from gaining access to the poisons, several poultry and one dog were lost ; and each case was due to the carelessness of the occupier.

## SECTION D.

## HOUSING

Further progress was made in the erection of new houses, of which the following is a summary :

## PRIVATE

Number of new houses	....	....	....	33
Number of rebuilt war-damaged houses	....			9

## CORPORATION

Number of new houses erected on Coombe Pafford Estate	....	....	....	....	158
Number of new houses in course of erection on Coombe Pafford Estate	....	....			28
Number of families housed in Old Persons Bungalows	....	....	....	....	6
Number of new houses in course of erection on Marldon Estate	....	....	....		32

Between the end of the war and December, 1949, the number of families rehoused in new houses was 397.

*Requisitioned Premises.*

The requisitioning of premises was continued ; and at the end of the year 23 houses were held under requisition by which accommodation was provided for 43 families.

The Corporation has now approved the policy of releasing requisitioned properties as soon as possible, as suggested in the Report for 1948. The state of several of the large houses has continued to deteriorate, and the extent of dilapidation in some instances is almost unbelievable. Efforts have repeatedly been made to obtain the return to Plymouth for rehousing by that Authority of several families who were originally billeted in these houses during the bombing of 1941 : and while the immense difficulties encountered by Plymouth in rebuilding her war devastation are understood, prolonged delay in taking back these families will impose an undue hardship on a district without the same degree of new house-building priority.

*Housing Defects.*

While considerable improvement in the repair of properties continued, it is evident that economic hardship is preventing some owners from carrying out repairs. With the exception of certain imported soft wood, the supply of materials has considerably improved, and while there are occasional temporary shortages, no real difficulties exist ; and the trade is in a more favourable position

to deal with repairs than at any time since the war. But it has been estimated that the costs are nearly treble the pre-war figure, and this cannot possibly be offset against controlled rents: so that it is not surprising that this acts as a serious handicap even to the best type of owner. And this is greatly to be regretted; for defects do not stand still but become more costly and difficult to deal with, and yet most of these existing houses must continue to serve their occupants for many years to come. Perhaps so much attention has been fixed on new houses that the old have been almost forgotten.

As a result of informal action 149 houses have been made fit for habitation; 3 statutory notices under the Housing Act, 1936, were served and the defects were remedied.

### *Closure of Unfit Dwellings.*

With the slight easing of the demand for housing accommodation, it has been found possible to close certain premises and rooms for human habitation, by acceptance of voluntary undertakings, as follows:

#### Effective on rehousing of present occupiers:

24 Braddons Street (cottage at rear);  
Basement flat, Hassington, Park Road, St. Marychurch;  
18A Park Road, St. Marychurch.

#### Occupiers rehoused by the Corporation:

Basement flat, 1 Matlock Terrace, St. Lukes Road;  
13 Madeira Cottages, Tor Hill Road;  
14 Madeira Cottages, Tor Hill Road (from 1948);  
3A Park Hill Road (formerly 3A Park Crescent) (from 1948).

#### Occupiers found other accommodation:

12A Warren Hill (basement of Warren House, Warren Road).

Action in respect of six other properties was pending at the end of the year, and in three of these the owners indicated early in the new year their willingness to sign voluntary undertakings. There has been no need to have recourse to the making of Closing Orders; and this reflects creditably on the owners concerned in their willingness to co-operate with the Corporation by giving voluntary undertakings.

A voluntary undertaking given in 1937 in respect of No. 2 Coombe Cottages, Teignmouth Road, was determined, the Corporation being satisfied that the property had been rendered reasonably fit for habitation. An old cob cottage, No. 96 Fore Street, Barton—closed for habitation in 1948—was demolished during the year.

### *Housing Act, 1949.*

This Act came into operation during the year, and a number of important provisions are included which affect public health administration.



The powers of a Local Authority in connexion with the repair, demolition and closing of insanitary houses are extended to all dwellings, and will not merely be applicable, as hitherto, to houses occupied or of a type suitable for occupation by members of the working classes.

The power is revived of making bye-laws as to the number of persons who may be permitted to occupy working class houses ; but the operation of this is limited to houses let in lodgings or occupied by members of more than one family.

Local Authorities are empowered, subject to certain conditions, to lend money to any person for the purpose of acquiring or constructing houses, or converting into houses, buildings which have been acquired, or altering, enlarging, repairing or improving houses. Furthermore, Local Authorities may make grants to any person for the conversion of houses, or other buildings or for the improvement of dwellings : a number of conditions must be complied with and the Exchequer may make a contribution towards the expenses of the Authority in making improvements grants.

In addition, Local Authorities themselves may, subject to the approval of the Minister, provide dwellings by means of the conversion of other houses or buildings, and may provide for the improvement of dwellings.

#### *Unfit Houses and future developments.*

Housing has made such substantial progress since the war that it is now possible to begin to deal with existing accommodation ; and in order that future policy on housing may be considered, your Medical Officer submitted a report dealing with the results of a survey of certain areas of the town, together with some information on overcrowding, population trends and other appropriate factors.

In the survey a detailed inspection was made of the districts where most of the unfit property was known to exist, a total of some 347 houses, involving 486 families with a total of 1,325 persons ; and the standard was taken as approximately that laid down recently (1946) by the Standards of Fitness for Habitation Sub-Committee of the Central Housing Advisory Committee of the Ministry of Health—this being a stricter standard than hitherto used. In dealing with the houses, there are three possible recommendations : (a) improvement : with such additions to the amenities of the house as will bring it within or near the standard, such as the provision of bathroom, larder, sink, etc. ; (b) conversion : by structural alterations utilising at least two separate dwellings to provide adequate accommodation for one family at or near the standard, such as altering back-to-back houses, or by converting larger buildings into self-contained flats or dwellings ; (c) demolition.

Owing to the hilly nature of the town, old houses have often been constructed with basement rooms : many of these have become occupied by families separately from the rest of the house.

It is proposed to deal with these basements by closing such rooms as are unfit for habitation, and by suitable conversion of the habitable rooms with the remainder of the house. Where practicable, the entire house would then become available for the occupation of one family only : and certain basement rooms will allow for the provision of a bath and other additional amenities. It will be necessary to ask the Minister of Health for authority to adopt the Underground Rooms Regulations in order to provide a suitable standard for the operation of Section 12 of the Housing Act, 1936.

The survey went to considerable detail and finally made a recommendation for each house in the various areas, together with the number of occupants, the re-housing required (families and persons), the rents, whether or not overcrowded, and any remarks. And the results showed that of 347 houses inspected, 192 were considered suitable for improvement, 79 for conversion, and 44 for demolition ; the total occupants were 1,325, with 400 families and 86 single persons : the rehousing required is estimated at 159 families comprising 437 persons, and the number of cases of overcrowding found was 11.

No account has been taken of caravans as permanent dwellings, of which there were approximately 71 in the Borough : but these are quite unsatisfactory for long-term occupation, and measures should be taken as soon as possible to put an end to this unfortunate aspect of dwelling accommodation.

### *Overcrowding.*

It is impossible to give an accurate picture of overcrowding for the whole town : a complete survey would be required, entailing considerable expense and many months work, by which time the results would be out-of-date. But this present house-to-house inspection, which was made in areas most likely to be overcrowded, has revealed surprisingly little overcrowding judged by the standard of the 1936 Act : and this confirms the impression gained from experience in routine and special visits, from which it is apparent that the most serious cases have been revealed and remedied, or are awaiting larger Council Houses.

And as will be seen from the section on population which follows later in this report, the increase since 1937 in the number of inhabited houses has kept level with (and is even rather greater than) the rise in population, so that the density of population remains virtually unchanged.

The chief source of overcrowding undoubtedly is the result of sub-letting to a young couple with one, or perhaps two, children, whose names are usually already on the housing list awaiting accommodation. And it has been computed that in the country as a whole 1 in 12 householders have a married son or daughter living with the parents. This confirms the local experience.

There is also some purposeful overcrowding due to letting



rooms, in houses which are quite satisfactory for the resident occupants if letting ceased.

The experience of the big survey of 1935-6 showed then that the extent was over-estimated, and by the time the houses were completed for the larger families, some of the overcrowding had abated itself, owing to children growing up and leaving home; indeed it was not possible to occupy all the houses scheduled as required by the survey.

The present extent is probably not as great as is commonly assumed; and much of it will be gradually remedied along with the general re-housing of applicants. Many families complain that they are overcrowded, but on investigation it is found that this is not the case: it is rather that these applicants want better facilities, as well as (for some) cheaper accommodation.

### *Population.*

In Torquay, unlike the rest of the country, the deaths have always exceeded the births, although for 1946-47 the increase in the birth-rate after the war temporarily reversed this; but in 1948 the deaths just exceeded the births again and it appears now that there will be a return to the pre-war statistical rates, although the excess of deaths over births may not be quite as great.

The increase in population since 1937 was 13.5% for Torquay compared with 5.8% for England and Wales, 0.6% for London and the Home Counties; and the number of inhabited houses in Torquay rose in the same period by 14.0%. This means that the increase in population here is due to immigration, usually in pre-war days, of retired people; but since the war there has been immigration of younger persons too. As long as houses are available such immigration will continue (Torquay being a favoured resort in which to reside); but while the immigration of retired persons is desirable, the attraction of young people from areas where regular work is abundant to Torquay where last winter there were over 1,000 unemployed (at the end of 1945 there were less than 150, and the average pre-war maximum was about 1,800) at a time when the country as a whole had the fullest known employment is of doubtful economic value. And such facts should be borne in mind in shaping future housing policy.

Moreover, in Torquay in 1931 (the last census) there were 5.5% children aged 0-4 years, compared with 7.9% in 1948, while the percentage of children aged 5-14 years was 17.3 in 1931 and 17.5 in 1948. This indicates a larger number of young married couples with one to two children (due to the post-war rise in marriages and births), which has augmented the housing application list.

But for the country as a whole only 10% of householders consist of married couples with 4 children or more, and probably only 13% of all householders have more than 3 children living



with them at any one time—and yet 28% of all dwellings are five-roomed. Indeed in the British households, taking a standard of 1 person per room, there is an excess of dwellings with more than 4 rooms.

Thus the future need for 4 bedroomed houses will be very small ; and as the average family has 2.2 children, future building should concentrate on a much reduced number of 3 bedroomed houses and a greater number of two bedroomed dwellings. While further extended provision is needed in an ageing population for old persons. The existing provisions and proposals are quite inadequate for this very serious problem.

And in this connexion it is considered that a greater use, if necessary by purchase and conversion by the Local Authority, could be made of existing premises, some of which are in this survey, and where at present old persons are living in one or sometimes two rooms. The provision of additional, not very costly, amenities (especially a central room, with a kitchen for providing at least a dinner each day, under the supervision of a resident caretaker and his wife, for a group of houses), would enable many of these old people to live happily with their accustomed freedom, where they know and are known, near to shops, clubs, churches and open places, which would avoid the present obvious impossibility of trying to staff large residential institutions. And the cost would be considerably less.

Furthermore, with the alteration in the size of families, some consideration should be given to transfers within the Council's housing estates, for the cases must be increasing of houses not being fully occupied ; and for this purpose regular surveys of the occupants should be considered.

### *Conclusion.*

There is a proverb that the best is often the greatest enemy of the good, for in striving *per saltum* for the ideal there is lost that amount of good progress which is possible because it is practicable. And in raising the standards of housing it is important to refrain from elaborate plans, which, however desirable ultimately, are quite outside the realms of the hard unyielding facts of present-day economics.

Fortunately, the general conclusions of this survey show, firstly, that wholesale demolition is not required : and clearance areas are only necessary in four groups. Secondly, it is seen that an unexpected amount of valuable results will be obtained by conversion or improvement : for example, there are several houses in these areas where, with an owner-occupier, the conditions are a pleasing contrast to the adjoining properties. And what is possible in one house, can be achieved in the others.

Moreover, several large owners are willing to co-operate in these conversion or improvement schemes, which if approved will

qualify for assistance from the Local Authority : and one owner in Melville Hill district has already carried out quite an appreciable amount of re-conditioning with excellent results.

The advantage of conversion improvements are obvious, in giving good housing accommodation close to the work of many tenants in the centre of the town, in not requiring any extension of main services, in saving of new houses and material, and in not raising any fresh problems of new schools, transport, shops, etc.

Thirdly, the results show that overcrowding is less than was expected, and that this should be largely remedied along with the general housing measures adopted or proposed.

Finally, it is important to emphasise that re-housing of tenants likely to be displaced as a result of any of these schemes should synchronise with the actual demolition, closure, conversion or improvement of the property concerned : otherwise other tenants may take the vacated accommodation and increase the difficulties. And in this connexion mention must be made of the problem tenant, some of whom have been Council tenants and expelled for non-payment of rent or other reasons. These may be displaced again and require re-housing : and the Council and Housing Committee as landlords, now in a large way, must face the unpleasant fact that there are bad tenants and be prepared to deal with them by encouragement combined with discipline. For example, "pay rent as you earn" might be arranged by mutual consent, even with private employers, and save a situation like the one found in the survey where a tenant with a rent of 6/- a week, owed £30.

The speed with which these schemes of clearance and improvement with conversion can be accomplished depends on the unpredictable availability of men, materials and money, which no one can forecast. But progress must be slow in the immediate future, and the total number of houses shown in the summary will only be required over a long period of years : while in any case the total will probably be less than anticipated for the reasons mentioned (some cases are already on the housing lists, etc.).

Your Medical Officer recommended :

1. That approval in principle be given to the methods outlined for dealing with the various areas in the town.
2. That application be made to the Ministry of Health to ascertain if it is permissible yet to start clearance areas, in which case formal representations will be prepared in connexion with the four areas.
3. That approach be made to the owners of the properties concerned, group by group, to prepare and submit applications to the Local Authority for conversion and improvement, under Section 20 of the Housing Act, 1949.

4. That the Housing Committee be notified that the number of families likely to be displaced as a result of clearance areas is approximately 40 : and that further estimated needs will be submitted annually in the light of improvement developments.
5. That the Housing Committee in framing future policy be asked to take into consideration the facts presented under the sections dealing with population trends and overcrowding.



## SECTION E.

**INSPECTION AND SUPERVISION OF FOOD***a) Milk Supply.*

Considerable alterations took place in the administration and supervision of milk production and distribution during the year, when on October 1st extensive new legislation came into force : this had the main effect of transferring much of the power from Local to Central Authorities.

Under the Milk (Special Designation) Act, 1949, the Minister of Food acquires power to limit the sale of milk by retail, in specified areas, to the classes of milk sold under special designations ; and the ultimate aim is to ensure that by 1954 all milk sold is either heat-treated (pasteurised) or produced from tuberculin-tested herds. Meanwhile it is hoped that areas will be specified as soon as possible, that is, when the Minister is satisfied that adequate measures for heat-treatment are available.

Under the Milk (Special Designation) (Pasteurised and Sterilised Milk) Regulations, 1949, two designations are sanctioned—“ Pasteurised,” either the “ holder ” or “ high-temperature short-time ” method ; and “ sterilised,” which is a new grade and is, in effect, boiled milk : the Regulations state that this milk must be heated to at least 212 deg. F. and kept at that temperature, or higher, for such period as will make it pass a new turbidity test. It is treated in bottles which are sealed with airtight seals.

The licensing and supervision of heat-treatment plants are the responsibility of the Food and Drugs Authority ; and Regulation 55G of the Defence Regulations has been revoked.

The Milk (Special Designation) (Raw Milk) Regulations provide that the Ministry of Agriculture and Fisheries shall issue all production licences, including those for the producer-retailer class ; the Local Authorities will issue dealers and supplementary licences. The control of the milk from the producer-retailer of Tuberculin Tested or Accredited Milk will rest solely with the Ministry of Agriculture and Fisheries ; and discontinuation of the term “ Accredited ” will occur within a few years. No formal samples can be recognised unless taken by a person duly authorised by the Minister.

Under the Milk and Dairies Regulations, 1949, the Minister of Agriculture and Fisheries replaces the Local Authority as the Authority responsible for registering dairy farmers and dairy farms : in brief, the production branch of milk, including the producer-retailer, is solely under the jurisdiction of the Minister. Local Authorities remain responsible for the registration of milk distributors and their premises (other than the producer-retailer), and the Medical Officers of Health of these Authorities have powers

dealing with the risk of the spread of infectious disease through milk. Part VII of these Regulations are very much to be welcomed and make it the duty of anyone concerned in handling milk to notify the Medical Officer of Health, if he, or any of his household, is suffering from an infectious disease : and where the Medical Officer of Health suspects that a person is suffering from an infectious disease he has power to examine such person. If the Medical Officer of Health considers that such a person may spread disease he can prohibit this person, during a specified period, from taking part in the handling of milk ; he may also prohibit milk from being sold until it is heat-treated, if he has evidence, or reasonable grounds for suspecting, that the consumption of this milk may give rise to disease in any person or that the milk itself is infected.

It is understood that Officers of the Ministry of Agriculture and Fisheries have continued the sampling of graded milk ; but, so far as can be ascertained, farms producing ordinary milk have neither been visited nor have samples of milk been taken from them. And unless this (possibly temporary) omission is repaired and continuity restored, some, at least, of the farmers will slowly relapse into the old careless unhygienic methods of milk production, perhaps feeling secure in the knowledge that their milk will ultimately be heat-treated. But as heat-treatment for all milk does not come into effect for several years, it is disquieting to reflect on the amount of raw untested milk which may be delivered to the public during this interim period—there being eight such farms in the Borough and an estimated six hundred in Devon alone.

The Ministry of Agriculture and Fisheries have asked dairy-men themselves to carry out milk testing or to arrange for a Ministry Laboratory to do so on payment, but there appear to be no powers to insist on this ; and so far the request has been ignored by the majority. In view of this, it has been decided that your Inspectors will continue to visit these producers in the Borough and to take regular samples.

The conditions of milk production and distribution are not ideal, but they represent a great advance on those of years ago ; and the improvements effected have, to a very large extent, been slowly, patiently and satisfactorily built up by the Sanitary Inspectors of Local Authorities. Now, however, there is suddenly launched this rather complex new organisation in which are involved to a varying extent, the three Ministries, of Agriculture and Fisheries, of Food, and of Health, and, with minor degrees of responsibility, three types of Local Authorities, County Authorities, Food and Drugs Authorities, and Local Authorities ; and although some simplification would have seemed more appropriate to avoid the inherent dangers of overlapping, lack of co-ordination (and indeed of silent areas of “ no Authority’s land ”), the position is



as it is. The consumer of milk, and here everyone is involved, is not concerned with types of administration, but he is vitally concerned with an adequate supply of safe milk of high quality ; and the new order will stand or fall by its ability or failure to produce this.

(iv) *Bacteriological Examination of Milk.*

Samples of milk produced in the Borough were sent each week to the Public Health Laboratory Service, Exeter, although sampling of Accredited and Tuberculin Test milk ceased on October 1st. A total of 173 samples were submitted for examination and the results are shown in the following table :

<i>Ordinary</i>		<i>Accredited</i>		<i>Tuberculin Tested</i>		<i>Pasteurised</i>		<i>Total</i>	
<i>Passed</i>	<i>Failed</i>	<i>Passed</i>	<i>Failed</i>	<i>Passed</i>	<i>Failed</i>	<i>Passed</i>	<i>Failed</i>	<i>Passed</i>	<i>Failed</i>
21	2	21	8	48	24	47	2	137	36

All these samples are taken either at the farm at the time of production or in course of delivery to the retailer. The percentage of failures is 20.8 which greatly improves upon the previous year's figure of 30.3. This improvement was chiefly reflected in the results of samples of Ordinary milk which showed a failure percentage of only 8.7 compared with 61.2 in the previous year.

(v) *Heat-treated Milk.*

No additional licences have been granted during the year and regular samples have been obtained from the two authorised pasteurising establishments in the Borough, and the results sent each month to the Milk Marketing Board at Thames Ditton in accordance with Defence Regulation 55G. Although this Regulation was repealed on October 1st it was decided that this bi-monthly test for efficient pasteurisation was essential and sampling has therefore been continued. A total of 44 samples gave the following results :

	<i>Passed</i>	<i>Failed</i>
Phosphatase test .. .. .	44	—
Methylene Blue reduction test ..	44	—

(vi) *National Milk-Testing and Advisory Scheme.*

With the advent of the new legislation to which previous reference has been made, there came to an end the arrangement whereby samples of all milk brought into the Borough were taken fortnightly by your Sanitary Inspector and submitted to the National Milk Testing and Advisory Scheme's Laboratory at Starcross. This scheme was primarily concerned with the improve-



ment of the general keeping quality of milk and was particularly useful in improving conditions under which milk is produced outside the Borough ; for, in the case of unsatisfactory samples, visits were made to the farm to ensure that all possible precautions against contamination were being taken. The test applied to samples submitted under this Scheme is the Resazurin Reduction Test, and the results are classified as follows : “ A ”—Satisfactory ; “ B ”—Doubtful ; and “ C ”—Poor. During the period January 1st to September 30th, 2,136 samples were taken on delivery throughout the town and submitted to the testing laboratory : 1,382 were classified “ A,” 332 were in category “ B,” and 422 in category “ C.” The number of failures, that is the number placed in category “ C,” represents a percentage of 19.8 compared with 23.5 in 1948 and 25.5 in 1947 and is the lowest since the start of the tests in 1943. It is indeed encouraging to observe the steady improvement which has taken place, but unflagging efforts are still required from all those engaged in advisory capacities in the ceaseless fight against ignorance and carelessness. The highest monthly average of failures was 64.3% in July, and as that month’s mean temperature of 64° F. was the highest of the year, the influence of warm weather on the early souring of milk was again clearly shown.

#### (vii) *Sterility Tests.*

No matter what precautions are taken to produce a clean milk supply, the use of insufficiently sterilised bottles and equipment will result in poor samples, and much careful work at the farm is often undone by careless handling and lack of attention to efficient sterilisation at the dairy. In this connexion sterility tests have been regularly made at the two pasteurising establishments and also at other dairies where coolers and bottling machines are used. Rinses are made of churns and bottles, and swabs taken from the surfaces of coolers, tipping tanks, balancing tanks and holders ; these are then submitted to the testing laboratory. Samples of detergent solution are also taken.

The use of steam is undoubtedly the best method of sterilising dairy equipment and churns, but this is not always practicable in the small dairies. In these cases a hypochlorite solution is used ; and this is usually efficacious, provided the solution is of the required strength.

The results throughout the year show that the gradual improvement is being maintained.

#### (b) *Meat and Other Foods.*

At the beginning of the War the five private slaughterhouses in Torquay were closed and killing was concentrated at the Abattoir, a private slaughterhouse requisitioned by the Ministry of Food in Parkfield Road. Slaughtering is carried out on Mondays, Tuesdays, Wednesdays and Thursdays : and the “ carry-over ” on Saturdays

and Sundays. All animals killed are inspected in accordance with Memorandum 62/Food, together with additional instructions such as for *cysticercus bovis*; and one District Sanitary Inspector is solely responsible for this work, being assisted on occasions by two other fully qualified Inspectors. Their work is of a high order, despite the congestion and lack of up-to-date facilities.

The conditions there are much the same. Early in the year, water for washing-down purposes was laid on from a new main to give a greater pressure with consequent better cleaning; and hot and cold water washing facilities have been provided for the men in their mess-room. But the Meat Inspector still has only a wooden hut with no means of washing other than an electric kettle and enamel bowl; and this is quite inadequate.

Indeed the whole premises are most unsuitable, reminiscent as they are of last century's building and primitive gear; and the need for new premises with modern equipment and facilities, frequently recommended in the Reports before the war, is even more imperative with the centralisation and accompanying congestion.

(i) *Inspection of Meat.*

The following table gives the details of the inspections :

CARCASES INSPECTED AND CONDEMNED.

	<i>Cattle, exclud- ing Cows</i>	<i>Cows</i>	<i>Calves</i>	<i>Sheep and Lambs</i>	<i>Pigs</i>
Number killed (if known) ....	1242	783	265	10027	115
Number inspected ....	1242	783	265	10027	115
<b>ALL DISEASES EXCEPT TUBERCULOSIS :</b>					
Whole carcasses condemned ....	1	5	—	16	1
Carcasses of which some part or organ was condemned ....	322	371	2	2243	22
Percentage of the number inspected affected with disease other than tuberculosis ....	26	48	0.75	22.5	20
<b>TUBERCULOSIS ONLY :</b>					
Whole carcasses condemned ....	6	12	1	—	1
Carcasses of which some part or organ was condemned ....	101	145	—	—	8
Percentage of the number inspected affected with tuberculosis ....	8.6	20.1	0.4	—	7.8

(Total weight of meat condemned : 64,890 lbs.)



## DISEASED OR UNSOUND MEAT DESTROYED

Organs, etc. Destroyed			DISEASES													
			Tuberculosis	Cysticercus Bovis	Actinomycosis	Oedema Emphysema	Pyæmia	Cysts	Flukes. Cirrhosis	Inflammation	Injury	Emaciation	Strongyli	Decomposition. Bone-taint	Miscellaneous	Totals
Cattle : (excluding cows)	Heads ...	...	51	21	16	-	2	3	-	-	-	1	-	-	1	95
	Lungs ...	...	81	19	-	-	8	4	22	19	-	1	-	-	1	155
	Hearts ...	...	57	20	-	-	2	-	-	3	-	-	-	-	1	83
	Diaphragms ...	...	6	19	-	-	-	-	-	1	-	-	-	-	1	27
	Stomachs ...	...	6	18	-	-	-	-	-	2	-	-	-	-	-	26
	Livers ...	...	36	19	-	-	32	-	989	3	-	1	-	-	1	1081
	Kidneys ...	...	-	-	-	-	1	4	-	2	-	-	-	-	1	8
	Mesenteries ...	...	30	32	-	-	-	-	-	1	-	-	-	1	1	65
	Spleens ...	...	8	17	-	-	-	-	-	10	-	-	-	-	2	37
	Carcases ...	...	6	-	-	-	-	-	-	-	-	1	-	-	-	7
Parts of ditto		5	-	-	1	3	-	-	-	12	-	-	25	-	46	
Cows :	Heads ...	...	79	9	17	4	5	-	-	-	2	-	-	-	-	116
	Lungs ...	...	138	8	-	3	4	4	27	11	-	1	-	-	-	196
	Hearts ...	...	93	8	-	2	2	1	-	5	-	1	-	-	-	112
	Diaphragms ...	...	14	8	-	6	1	-	-	1	-	2	-	-	-	32
	Stomachs ...	...	13	6	-	-	4	-	-	4	-	-	-	1	-	28
	Livers ...	...	46	8	-	-	25	2	713	3	-	1	-	-	-	798
	Kidneys ...	...	-	-	-	-	2	5	-	13	-	-	-	-	-	20
	Mesenteries ...	...	68	13	-	5	2	-	-	2	-	1	-	-	1	92
	Spleens ...	...	14	8	-	6	1	1	-	14	-	1	-	-	-	45
	Udders ...	...	7	3	-	1	2	-	-	3	-	-	-	-	5	21
	Carcases ...	...	12	-	-	2	1	-	-	-	-	2	-	-	-	17
	Parts of ditto		12	-	-	-	-	-	-	-	-	-	-	-	-	12
Calves :	Head ...	...	1	-	-	-	-	-	-	-	-	-	-	-	-	1
	Lungs ...	...	1	-	-	-	-	-	-	1	-	-	-	-	-	2
	Hearts ...	...	1	-	-	-	-	-	-	1	-	-	-	-	-	2
	Carcases ...	...	1	-	-	-	-	-	-	-	-	-	-	-	-	1
Sheep :	Heads ...	...	-	-	-	-	4	1	-	1	-	1	-	-	-	7
	Lungs ...	...	-	-	-	-	2	-	-	-	-	-	2501	-	-	2503
	Hearts ...	...	-	-	-	-	2	-	-	8	-	-	-	-	-	10
	Intestines ...	...	-	-	-	-	-	-	-	2	-	-	-	-	-	2
	Livers ...	...	-	-	-	-	2	-	1567	-	-	-	-	-	-	1569
	Kidneys ...	...	-	-	-	-	-	-	-	4	-	-	-	-	-	4
	Carcases ...	...	-	-	-	11	1	-	-	1	-	2	-	1	-	16
Parts of ditto		-	-	-	-	16	-	-	1	4	-	-	3	11	35	
Pigs :	Heads ...	...	8	-	-	-	-	-	-	-	-	-	-	-	-	8
	Lungs ...	...	1	-	-	-	-	-	-	17	-	-	-	1	-	19
	Hearts ...	...	1	-	-	-	-	-	-	4	-	-	-	1	-	6
	Intestines ...	...	1	-	-	-	1	-	-	4	-	-	-	-	-	6
	Livers ...	...	1	-	-	-	-	-	1	-	-	-	-	-	-	2
	Kidneys ...	...	-	-	-	-	-	-	-	1	-	-	-	-	-	1
	Carcases ...	...	1	-	-	-	-	-	-	1	-	-	-	-	-	2
Parts of ditto		-	-	-	-	1	-	-	-	-	-	-	-	-	1	
TOTALS ...			799	236	33	41	126	25	3319	143	16	18	2501	33	26	7316

*Transport of Meat.*

The two vehicles now operated by a local haulier on behalf of the Ministry of Food were not in a satisfactory condition ; and following a recent conference with the Ministry's officials it is expected that one specially constructed vehicle will soon be available and that one of those now in use will be much improved.



(ii) *Inspection of Other Foods.*

Food condemned included :							Weight in lbs.
Canned	Pudding	....	....	....	....	....	21½
,,	Juice	....	....	....	....	....	345½
,,	Vegetables	....	....	....	....	....	1814
,,	Fruit	....	....	....	....	....	1176¾
,,	Soup	....	....	....	....	....	442½
,,	Meat	....	....	....	....	....	1087¾
,,	Fish	....	....	....	....	....	368½
,,	Milk	....	....	....	....	....	698
,,	Spaghetti	....	....	....	....	....	176¾
,,	Dripping	....	....	....	....	....	2¼
,,	Corn	....	....	....	....	....	7½
,,	Whalemeat	....	....	....	....	....	1¼
Cheese	....	....	....	....	....	....	358
Butter	....	....	....	....	....	....	258
Sandwich Spreads	....	....	....	....	....	....	13¼
Condiments and Pickles	....	....	....	....	....	....	1242
Rabbits	....	....	....	....	....	....	574¼
Meat Products	....	....	....	....	....	....	876¼
Beverages	....	....	....	....	....	....	164¾
Sausages and Puddings	....	....	....	....	....	....	64½
Ice Cream	....	....	....	....	....	....	2¾
Bacon	....	....	....	....	....	....	75¾
Poultry	....	....	....	....	....	....	397¾
Cereals	....	....	....	....	....	....	3½
Fish	....	....	....	....	....	....	2220
Vegetables	....	....	....	....	....	....	338
Dried Fruit	....	....	....	....	....	....	325¾
Fats	....	....	....	....	....	....	487
Fruit	....	....	....	....	....	....	5171¾
Eggs	....	....	....	....	....	....	17
Dried Fish	....	....	....	....	....	....	1465½
Biscuits, Bread, Confectionery	....	....	....	....	....	....	379¾
Cake and Pudding Mixture	....	....	....	....	....	....	159¾
Jams, Preserves	....	....	....	....	....	....	404¾
Sweets	....	....	....	....	....	....	95½
Shell Fish	....	....	....	....	....	....	132
							<hr/> 21369¾ <hr/>

(Total weight condemned : 9 tons 10 cwt. 89¾ lbs.)

(c) *Adulteration, etc.—Food and Drugs Act, 1938.*

The number of articles of food which can be effectively sampled by the Local Authority appears to be limited : for the Minister of Food is laying down standards for food under the Defence Regulations, and only those officers appointed under the Regulations can take formal samples. Foods already affected include sausages, Jersey Milk, mineral water, etc. If your Sanitary Inspector finds food adulterated which is the subject of these Regulations, it is necessary to report the matter to the Minister of Food who sends one of his officers to investigate and take any further action.

In the routine work, approximately 150 samples are taken each year, and the following is the record of samples taken :

				<i>Formal</i>		<i>Informal</i>	
				<i>No. of</i>	<i>Not</i>	<i>No. of</i>	<i>Not</i>
				<i>Samples</i>	<i>Genuine</i>	<i>Samples</i>	<i>Genuine</i>
Milk	....	....	....	31	7	42	1
Margarine	....	....	....	4	—	—	—
Cooking Fat	....	....	....	4	—	—	—
Butter	....	....	....	4	—	—	—
Jams	....	....	....	—	—	3	—
Icing Sugar	....	....	....	3	—	—	—
Vinegar	....	....	....	1	—	1	—
Sweets	....	....	....	—	—	1	—
Ice Cream	....	....	....	—	—	27	—
Pastries	....	....	....	—	—	24	—
Canned Meat	....	....	....	—	—	1	—
Cheese	....	....	....	4	—	1	—
TOTAL				51	7	100	1

The formal samples found adulterated or otherwise giving rise to irregularity were as follows :

Sample 949 showed 4 per cent deficiency in fat and 2 per cent added water : a repeated sample, No. 957, had 5 per cent added water, and as the milk was obtained from outside the Borough, notification was sent to the Devon County Council. A sample taken at the farm was found adulterated.

Sample 958 showed 1 per cent added water, and in view of the small amount of adulteration no action was taken : a check sample taken subsequently was genuine.

Sample 978 showed 4 per cent added water : samples were repeated from each of three churns and the results showed that the amount of added water was 2 per cent, 5 per cent and 7 per cent. The facts were reported to the Devon County Council, as the milk was obtained from outside the Borough : the sample taken at the farm was adulterated.

The informal sample of milk found adulterated showed 1 per cent added water, and no action was taken in view of the small difference from normal.

(d) *Ice-cream.*

The supervision and registration of premises where ice-cream is manufactured or sold have been carefully maintained : for ice-cream is an ideal medium for bacterial multiplication. The need cannot be over-emphasised for adequate sterilisation of all apparatus (and unless utensils are properly washed and cleaned first, they cannot be sterilised adequately), for the development of a “ no-touch technique ” (which means that hands should not be introduced into

an ice-cream mix at any stage), and for the realisation of the greater danger if the hot-mix is not rapidly cooled with special apparatus (for any dangerous organisms introduced after heating have ideal conditions for multiplying during an inefficient cooling process).

There are now registered in the Borough 23 premises for the manufacture and 133 shops for the sale of ice-cream ; and they are visited regularly and samples are taken. There is now a tendency for all shops to sell only a wrapped commodity, a policy which is encouraged on grounds of hygiene : and only a wrapped ice-cream is allowed to be sold on premises where there is any possible risk of contamination. The factory ice-cream is produced under specialist supervision, and the wrapping is effected by machine so that the commodity is untouched by hand. It is found that the smaller manufacturer is giving way to larger firms, because equipment is so expensive that it can only be installed by firms who intend to specialise in the production of ice-cream.

The bacteriological examination of samples has been continued by the Public Health Laboratory Service at Exeter : and following the original work carried out by the Medical Research Council, a simple modified methylene blue test has been suggested for the grading of ice-cream :

<i>Provisional Grade.</i>	<i>Time taken to reduce methylene blue.</i>	<i>Interpretation.</i>
1.	4½ hours or more.	Satisfactory.
2.	2½–4 hours.	Fair.
3.	½–2 hours.	Unsatisfactory.
4.	0.	Very bad.

The following table gives the results of the samples taken during the year :

	GRADES				Total
	1	2	3	4	
Cold mix ....	4	7	2	2	15
Hot mix ....	34	9	13	12	68
TOTAL ....	38	16	15	14	83

Included in the above table are eleven grade 3 : five grade 4 : and three grade 2, which may have reached a higher grade but for a breakdown in laboratory technique due to unusual hot weather over a long period.

The results show how much improvement still remains to be achieved. And in all this the chief factor is the human element : for the price of safety is unwearying (even at the height of a busy



summer season) constant vigilance in maintaining the most scrupulous cleanliness and care.

(e) *Food and Disease.*

The risks inseparable from the handling of food are considerable and are especially accentuated in a town with so many hotels, restaurants and cafés.

Representations were made to the various fruiterers not to expose soft fruit to dust or other contamination, risks which became more than usually pronounced during the dry year of 1949. It is customary for such fruit to be placed in open boxes on shelves outside some of the shops, where it is subject to dirt from passing vehicles especially in the narrower streets, to say nothing of the more serious contamination from dogs. The response of the traders was fairly good, many of them covering the boxes with cellophane. And efforts will be intensified during the coming season, for protection by permanent fittings with glass fronts would be much more effective and safe.

*Catering Establishments.*

It is universally accepted that much of the risk of spreading disease would be eliminated, if food-handlers would on every occasion wash their hands after using the convenience ; and it is felt that all water-closet apartments should, as a matter of course, be fitted with wash-basins having both hot and cold water. Your Sanitary Inspectors are asking for this to be carried out wherever possible ; but although progress is necessarily slow, on account of lack of materials, quite a number of premises have been equipped in this way. And this is a helpful and satisfactory advance. Moreover, all such premises have special cards affixed in the staff toilet apartments, with the reminder " Now wash your Hands."

The Food Executive Officer co-operates with the Health Department by asking for a report on the premises of all applicants for a catering licence : this enables the premises to be visited and satisfactory provision made, in conformity with the Food and Drugs Act, before the business is inaugurated.

Regular lectures are given to students at the South Devon Technical College taking courses in the Catering and Licensing trades : and following on the exhibition on Food and Hygiene held in 1948, further lectures were given to various hotel and other local organisations. In Torquay there is operated at present a Sanitary Certificate Service applicable to the environmental aspect of premises, drainage, and domestic sanitary fittings ; and this service is being extended to cover personal hygiene and clean safe food handling. Hygiene Certificates will then be granted to those food premises where the conditions are found satisfactory, both on the initial inspection and on subsequent re-visits : the certificates would be revoked if conditions deteriorated.

This will entail much extra work for your Sanitary Inspectors but it is the most promising approach towards solving a difficult and urgent problem. For it is considered that although lectures, posters, exhibitions and the like are helpful, the main effective educational measure lies in the repeated visits by the public health staff to the various premises, with the opportunity thus afforded for a personal informal talk and advice to both management and staff. And there are two very good reasons for this : one is the shortness of human memory, and the other is the ease with which good intentions lapse to give way to the “ Couldn’t care less ” attitude of which so much is heard in these modern days.

(g) *Food Poisoning Outbreaks.*

Details of any outbreaks are requested in the following tabular form :

<i>Total Number of Outbreaks</i>	<i>Number of Cases</i>	<i>Number of Deaths</i>	<i>Organisms or Other Agents responsible with Number of Outbreaks of Each</i>	<i>Foods involved with Number of Outbreaks of Each</i>
—	—	—	—	—

## SECTION F.

## PREVALENCE OF, AND CONTROL OVER, INFECTIOUS AND OTHER DISEASES

### 1. *Notifiable Diseases (other than Tuberculosis).*

The incidence of infectious disease for the year is given in the subjoined table, which also includes the number of cases admitted to hospital and the number of deaths.

<i>Disease</i>	<i>Total cases notified</i>	<i>Cases admitted to Hospital</i>	<i>Total Deaths</i>
Smallpox ... ..	1	1	1
Scarlet Fever ... ..	72	45	—
Diphtheria ... ..	—	—	—
Measles ... ..	524	32	—
Whooping Cough ... ..	97	3	—
Enteric Fevers ... ..	—	—	—
Puerperal Pyrexia ... ..	1	—	—
Pneumonia ... ..	35	3	—
Cerebro-Spinal Fever ... ..	2	2	1
Erysipelas ... ..	7	3	—
Ophthalmia Neonatorum ... ..	—	—	—
Acute Poliomyelitis ... ..	—	—	—
Acute Polioencephalitis ... ..	—	—	—
Encephalitis Lethargica ... ..	—	—	—
Food Poisoning ... ..	—	—	—
Dysentery ... ..	—	—	—
Malaria (contracted abroad) ... ..	—	—	—
Typhus Fever (contracted abroad) ... ..	—	—	—

#### *Smallpox.*

The case of smallpox was that of a woman aged 61 who was an unvaccinated contact from the liner S.S. *Mooltan* : she and her husband were on a “Come to Britain” holiday from Australia, and towards the end of the voyage two fatal cases of Asiatic smallpox had occurred on the liner. Being contacts, notification of the change of address of the husband and wife was received from the Port of London Health Authority, and they came to stay at one of the larger Hotels where, on visiting, it was found that the wife had been taken ill a few hours after arrival and went straight to bed. The husband had been vaccinated 8 days previously and was showing a typical primary vaccinia. When seen, the woman's condition was suspicious of smallpox, and this diagnosis was confirmed within an hour by a Consultant, who fortunately was readily available.

In accordance with the instructions at the time, the case was removed to Liskeard Smallpox Hospital ; and all the usual administrative measures taken—disinfection, vaccination and surveillance



of contacts, notification by telegram to the Ministry of Health, notification to all local doctors, to Medical Officers of Health of adjoining areas and to Medical Officers of Health of the area to which any contact removed. Every contact, except one, was vaccinated by your Medical Officer within twenty-four hours; and this contact, who left to return home, was vaccinated on reaching her home town. And fortunately no secondary case arose, although the surveillance period was a time of some anxiety, as the case occurred on Palm Sunday and the town rapidly filled with visitors for the Easter Holiday.

The case proved fatal, and it is a clear if poignant commentary on vaccination that, while the vaccinated husband, who was exposed to the same original infection and was the closest contact, escaped altogether, the unvaccinated wife died.

A full report was submitted at the time to the Ministry of Health.

The last occasion on which smallpox had occurred in Torquay was in 1905, when a travelling pedlar walked from Plymouth and developed the disease soon after his arrival while staying in the common lodging-house.

### *Diphtheria.*

No case of diphtheria was notified and this is the third successive year in which the Borough has been free from the disease.

### *Acute Poliomyelitis.*

A widespread epidemic of acute poliomyelitis occurred throughout the country, and although not quite reaching the same magnitude, was second only to the big outbreak of 1947. No case was reported in Torquay, although the incidence for the country as a whole was 13 per 100,000 population: the rural areas seem to have been more affected in the south-west region.

### *Scabies.*

The arrangements for treatment previously outlined have continued, and have proved adequate, 55 treatments having been carried out.

## 2. *Isolation Hospital Treatment.*

Following the transfer of the Hospitals to the Regional Hospital Board, arrangements were made to close Paignton Isolation Hospital and subsequently Newton Abbot Isolation Hospital, and the cases are sent to Torquay Isolation Hospital. This Hospital is now responsible for infectious cases for the whole of the Torquay Hospital Management Committee area together with Teignmouth, with a resident population of about 165,000: comprising Torquay, Paignton, Brixham, Newton Abbot R.D.C., Newton Abbot U.D.C., Dartmouth, Totnes Borough, Totnes R.D.C., Teignmouth, Ashburton and Buckfastleigh.

The clinical work at the Hospital has continued to be carried out by your Medical Officer as an interim measure, pending any permanent arrangements which the Regional Board ultimately make.

The number of cases admitted to the Isolation Hospital is shown in the following table :

<i>Cases admitted</i>				
Scarlet Fever	....	....	....	97
Diphtheria	....	....	....	1
Cerebro-Spinal Fever	....	....	....	3
Measles	....	....	....	49
Whooping Cough	....	....	....	10
Erysipelas	....	....	....	4
Chicken-pox	....	....	....	2
Rubella	....	....	....	4
Mumps	....	....	....	5
Acute-poliomyelitis	....	....	....	9
Gastro-Enteritis	....	....	....	4
Glandular Fever	....	....	....	1
Pneumonia	....	....	....	2
Tuberculous Meningitis	....	....	....	1
Other Causes	....	....	....	39

### 3. *Tuberculosis.*

*Particulars of any action under the Public Health (Prevention of Tuberculosis) Regulations, 1925 (relating to persons suffering from Pulmonary Tuberculosis employed in the Milk Trade), or under Section 172 of the Public Health Act, 1936 (relating to the compulsory removal to Hospital of persons suffering from Tuberculosis).*

No action was required.

### 4. *Tuberculosis.*

*New cases and mortality during 1949.*

Particulars of new cases of Tuberculosis and of deaths from the disease in the area during 1949 are given in the following table :

Age Periods	NEW CASES				DEATHS			
	Respiratory		Non- Respiratory		Respiratory		Non- Respiratory	
	Male	Female	Male	Female	Male	Female	Male	Female
Under 1 year ...	—	—	—	—	—	—	1	—
1 to 5 years ...	—	—	—	—	—	—	—	—
5 to 15 years ...	—	1	—	3	—	—	1	—
15 to 25 years ...	8	2	—	1	—	1	—	—
25 to 35 years ...	9	7	—	1	—	1	—	—
35 to 45 years ...	1	3	—	—	—	2	—	1
45 to 55 years ...	5	—	—	—	9	—	—	—
55 to 65 years ...	6	1	—	1	5	1	—	1
65 and over ...	2	—	—	—	1	2	—	—
<i>Totals</i> ...	31	14	—	6	15	7	2	2

## BOROUGH OF TORQUAY

## PORT HEALTH ADMINISTRATION, 1949

The following report is the record of Port Health Administration for the year 1949, detailed in form and sequence in accordance with the instructions of the Minister of Health contained in Memorandum 302/S.A. and Circular 104/49. As suggested in this circular, permanent arrangements, which were fully described in the reports for 1946-48 and are unaltered, are omitted from this Report.

### I. AMOUNT OF SHIPPING ENTERING THE PORT DURING THE YEAR.

TABLE A.

	Number	Tonnage	Number Inspected		Number reported to be defective	Number of vessels on which defects were remedied	Number of vessels on which defects were found and reported to Ministry of Transport Surveyors	Number of vessels reported as having, or having had, during the voyage infectious disease on board
			By the Medical Officer of Health	By the Sanitary Inspector				
Foreign—								
Steamers ...	1	2187	1	1	—	—	—	—
Motor ...	12	1142	—	12	—	—	—	—
Sailing ...	11	685	3	8	—	—	—	—
Fishing ...	30	510	—	26	—	—	—	—
Total ...	54	4524	4	47	—	—	—	—
Coastwise—								
Steamers ...	2	2802	—	2	—	—	—	—
Motor ...	8	1123	2	8	—	—	—	—
Sailing ...	59	2338	3	48	—	—	—	—
Fishing ...	1493	7072	—	1109	—	—	—	—
Total ...	1562	13335	5	1167	—	—	—	—
Total—Foreign and Coastwise	1616	17859	9	1214	—	—	—	—



## II. CHARACTER OF TRADE OF PORT.

**TABLE B.**

(a) *Passenger Traffic during the year.*

This is not a port approved under the Aliens Order, 1920.

(b) *Cargo Traffic.*

There were imports of seven cargoes, five of timber, and two of Bog-ore ; and there were exports of five cargoes of bricks.

## III. WATER SUPPLY.

These arrangements are unaltered.

## IV. PORT HEALTH REGULATIONS, 1933 and 1945.

These arrangements are unaltered.

**TABLE C**

Cases of Infectious Sickness landed from Vessels.

Disease	No. of Cases during the year		No. of Vessels concerned	Average No. of Cases for previous five years
	Passengers	Crew		
—	—	—	—	—

**TABLE D.**

Cases of Infectious Sickness occurring on Vessels during the voyage but disposed of prior to arrival.

Disease	No. of Cases during the year		No. of Vessels concerned	Average No. of Cases for previous five years
	Passengers	Crew		
—	—	—	—	—

No cases of plague, cholera, yellow fever, smallpox or typhus fever occurred on any vessel using the port, and no plague-infested rats were discovered.

## V. MEASURES AGAINST RODENTS.

These arrangements are unaltered.

*Tables E and F.* There was no trace of rat infestation, and no rats were destroyed during the year. *Table G and Table H* are not applicable.

## VI. HYGIENE OF CREWS' SPACES.

**TABLE J.**

Classification of Nuisances.

Nationality of Vessels	Number Inspected during the year	Defects of original construction	Structural defects through wear and tear	Dirt, vermin and other conditions prejudicial to health
British ...	4	—	—	—
Other Nations...	44	—	—	—

## VII. FOOD INSPECTION.

- (1) *Action taken under the Public Health (Imported Food) Regulations, 1937, the Public Health (Imported Milk) Regulations, 1926, the Public Health (Preservatives, etc., in food) Regulations, 1925 to 1940.*

There were no imports of food.

- (2) *Shell Fish.*

*Information respecting any shell-fish beds or layings within the jurisdiction of the P.H.A. stating whether they are, in the opinion of the Medical Officer, liable to pollution. Report of any action taken under the Public Health (Shell-fish) Regulations, 1934, or the Food and Drugs Act, 1938.*

There are no oyster or mussel beds within the jurisdiction of the Authority, and no action was taken under the above-mentioned Regulations or Act.

- (3) *Number of samples of food examined : Nil.*





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